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AUTHOR Sims, Vic
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ABSTRACT

The literature on adult education for police is reviewed and criticized. Among the publications that have been influential in debating the need for police education are Charles B. Saunder's "The Challenge of Crime in a Free Society" (1976), which endorses the Presidential Commission on Law Enforcement's recommendations regarding the vital necessity of police education. The author suggested that role definition, needs assessment, and public awareness have been obstacles to police education. In "The Quality of Police Education," Lawrence W. Sherman elaborated on the findings and recommendations of the National Advisory Commission on Higher Education for Police Officers, which undertook a national survey of police higher education programs, an appraisal of police personnel needs and resources, and review of the literature. One of the Commission's recommendations was that the majority of federal funds for police higher education should go to programs with broad curricula and well-educated faculty rather than to narrowly technical programs. Sherman considers the liberal arts apporach preferable to the two-year, vocational/applied approach or the four-year college criminal justice program approach. In "Redefining the Discipline of Adult Education," Robert Boyd and Jerold Apps propose a new model for viewing adult education. The first dimension concerns the nature of the learner's situation; the second dimension concerns who will primarily benefit from the educational activity; and the third dimension concerns the system (personal, social, and cultural). It is suggested that "Redefining the Discipline of Adult Education" should be read in conjunction with "The Quality of Police Education" or any other reading in police education. (SW)

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Vic Sims
SS Box 8952
Hattiesburg, MS 39401

5000 words

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POLICE AND ADULT EDUCATION

by

Vic Sims

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> The seventies saw an explosion in the number of criminal justice programs that exceeded anything previously experienced in higher education. (Myren, 1980, p. 4)

In 1967 there were 209 degreed criminal justice-type programs offered by 184 institutions in the United States; in 1978, just over a decade later, there were 2,020 degreed criminal justice programs offered by 816 institutions of higher education in the United States (IACP, 1980, p. 1). A limited review of the literature via a bibliographical essay suggests that the explosion was not a flash in the pan but the beginning of a lengthy volume in the history of adult education.

Do criminal justice practitioners need a college education? Charles B. Saunders, Jr. in his 1970 book Upgrading the American Police presents convincing evidence that the answer is a definite yes. Although there were a few visionary geniuses such as Robert Peel, who expressed a need for selectivity in police recruiting in 1829 in London, and August Vollmer, who as chief of police of Berkeley, California, established the first police training academy in 1916 and

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the first baccalaureate programs in law enforcement in the 1930s, police education did not really begin until 1968.

In the late 1960s crime became a problem of national concern. Crime was ranked in public opinion polls as the most serious national issue. Crime grew. Crime spread. Crime crossed the railroad tracks and victimized your neighborhood and your home. Crime developed into a malignancy across the beautiful face of America, while the maggots of violence and theft ate away at the brain and heart of the country.

Congress passed the Law Enforcement Assistance Act of 1965 and in that same year the Presidential Commission on Law Enforcement and The Administration of Justice was founded. Both of these acts only hinted at the real magnitude of the problems of police education. In 1967 this Commission summarized its voluminous findings in its book The Challenge of Crime in A Free Society. Saunders endorses the Commission's recommendations regarding the vital necessity of police education. Saunders elaborated on the police manpower shortage and discussed how it was a problem of quality as well as quantity. The dilemmas and conflicts of defining the role of the police form major hurdles to approaching police education. How can police be educated to perform their jobs better if no one knows what police are supposed to do in their roles? Role definition has really been an obstacle to police education. Needs assessment and public awareness were also major barriers to introducing police education.

Mounting public concern and the Commission's report were followed shortly by the Omnibus Crime Control and Safe Streets Act of 1968. In a controversial and complex attempt to reduce crime and improve the effectiveness of law enforcement, the act established the Law Enforcement Assistance Administration (LEAA) which immediately began investing millions of dollars in improving policing. Several million of these federal dollars went directly to in-service police officers through the Law Enforcement Education Program (LEEP) to pay their college expenses. Of course Saunders' book, published in 1970, could not fully anticipate the concern and controversy that would surround police education during the seventies.

Most participants caught up in this controversy could be easily identified as belonging to one of two camps. Those to the right of center were traditionalists and spoke in terms of training, vocational courses, efficiency, productivity, improving policing, enforcement, and educating the recruited. Those to the left of center were reformers and talked in terms of educating, liberal arts courses, role defining, changing policing, service, and recruiting the educated. In the early seventies those in policing generally were located among the traditionalists while many of those involved with education found themselves among the reformers.

Edward J. Tully in an article entitled "The Challenge of Police Education During the 1980s" reminds the reader of the times when the college educated police officer was

derogatorially called an "egg head" by fellow officers. Tulley, however, had been with the Federal Bureau of Investigation for 18 years when he wrote the article and he made no mention of the fact that federal law enforcement has required a college degree for employment for many decades. Tully points to the tremendous progress that has been made in the past 15 to 20 years as indicative of the momentum that will carry through the 1980s. California and New York were the first states to legislate police training and minimum standards of police employment, training and education. Texas was third shortly thereafter. Today there are only three remaining states without mandated training for police ("Justice system," 1980). Tully believes that just as "common sense" shows a need for training the patrol officer, there is also a need for the professional development of police executives and administrators. Tully feels that one controversy of the 1980s will be the quality of education and that one of the most exciting challenges will be the progress that can be made towards resolution of that controversy in the police arena. Although he leans toward reform, Tully obviously has one foot in each camp.

In his article "Police Education in the 1980s (the educators are still insisting they know whats best for cops)" William Shaw epitomizes the traditionalists. He begins by citing an article he had written in 1969 entitled "Keep Your College Graduates, Just Give Me Dedicated Men". Shaw feels that law enforcement needs "men by today's standards, not tomorrow's".

Shaw cites several of the recommendations and goals set by the President's Crime Commission (one of many commissions set up by the Presidential Commission on Law Enforcement and the Administration of Justice) and explains why he feels they have failed. Shaw then condensed the recommendations made by the National Advisory Commission on Higher Education for Police Officers down to thirteen. Shaw gives his predictions as to which of these will succeed and which will fail and why.

The International Association of Chiefs of Police (IACP) is one of the oldest and most influential voices in planning and guiding the future of police trends in the United States. William F. McMahon reports in "IACP Education and Training Committee; Mid-Year Meeting" that of the 14 articles selected for inclusion in the IACP's annual education issue of their Police Chief magazine, the two basic issues addressed were criminal justice education at the four-year college level and in-service training. This points out some inherent problems in trying to address police education. Police practitioners and other criminal justice persons working in the field have little or no time to focus on writing articles or concentrating on which direction police education should take. Frequently the officer works all day or half the night and then attends one or two classes and has no time for other involvements. Another inherent problem is that over one half (1,209 of 2,020) of the criminal justice degreed programs are two year programs, and it has been the general trend to think of these programs

as traditional. The reader notices that the two year programs are not included in the two basic concerns previously mentioned. McMahon is one of six authors of the twelve articles reviewed in this paper that makes no mention of The Quality of Police Education.

In The Quality of Police Education Lawrence W. Sherman elaborates on the findings and recommendations of the National Advisory Commission on Higher Education for Police Officers. The Police Foundation built a commission of noted educators, police administrators, and public officials to "examine the quality of such programs throughout the United States," with Sherman as Executive Director. This book is the conclusion of a national survey of police higher education programs, a congressionally mandated appraisal of police personnel needs and resources, and a rather extensive and nearly exhaustive research and review of the literature by Sherman. Among the recommendations the Commission makes are: (1) the majority of federal funds for police higher education should go to programs with broad curriculums and well-educated faculty rather than to narrowly technical programs; (2) no college credit should be granted for attending police agency training programs; (3) community colleges should phase out their terminal two-year degree programs; (4) colleges should employ primarily full-time police education teaching staffs, seeking faculty members with Ph.D. degrees in arts and sciences disciplines; (5) prior criminal justice employment should be neither a requirement nor a handicap in faculty selection;

(6) government policies at all levels should encourage educating police officers before they begin their careers.

Throughout his book, Sherman makes a good case that change (improving policing) will only come about as a result of forces from outside the system. Sherman feels that change must come from without, not from within. He feels that universities are in the best position to initiate such a movement. "In order to change the police through higher education, police education must itself be changed." (p. 194)

Sherman suggests three models be used to describe existing programs in criminal justice education. First, Sherman describes the paraprofessional model, exemplified by vocational and applied programs which, according to Sherman, over-emphasize technical police tasks and ignore conceptual and cognitive issues. Sherman feels that too often this is the model adopted and practiced by the two year programs at community and junior colleges. The second model Sherman describes is the professional which describes many four year college and university criminal justice programs. These programs usually have more of a liberal arts curriculum orientation. Their students range from in-service officers to the pre-service police administrators and managers of tomorrow. These students receive more of a professional preparation than the students in the paraprofessional model.

Sherman considers the third model, the liberal arts model, to be the most highly desirable. Such models are found only at major research universities. They prepare

the student for serious research and scholarly work in the criminal justice field. Overall Sherman feels that less emphasis should be placed in the future on the paraprofessional model and more emphasis should be placed on the liberal arts model. He supports his thesis with the findings of the National Advisory Commission on Higher Education for Police Officers.

George T. Felkenes in an article entitled "Quality of Police Education" aptly expressed some of the widespread discontent resulting from Sherman's book. Felkenes says that liberal arts elitism is an underlying curricular bias in the report. "I personally find that much of the verbiage of the report is based on supposition, innuendo, one-sided analysis of available data, selective supporting information, individual bias, and inaccurate reporting." (p. 22) Felkenes feels that criminal justice educators do not pretend to know what is the best kind of education for police.

Felkenes points out that the title National Advisory Commission is a self-adopted one. In fact, the group is a part of the Police Foundation, a private organization having no connection with the federal government. Because of Felkenes' esteemed and influential position as Director of the School of Criminal Justice at Michigan State University and Chairman and acting Executive Director of the Criminal Justice Accreditation Council, his article must be taken seriously and not dismissed as some form of sour grapes.

Felkenes further points out that Sherman advocates a

model curriculum. This leads to standardization which Felkenes feels is abhorrent to criminal justice education. Felkenes concludes by saying ". . .the sensationalism attached to this study and its premature presentation in the form of this national symposium may well do more harm for criminal justice education that it ever will do good." (p. 23)

Sherman's book was attacked from both flanks; Felkenes on the left and Shaw on the right. Even other reformers criticized Sherman's book. Seeking a common denominator, John J. Broderick in "1994: Training and Education in Law Enforcement" believes that both camps should agree on six truisms about police education and the future. These are: 1. There will not be direct correlation between the crime rate and proportion of officers with college degrees. Broderick feels that police education programs should be judged in terms of humaneness and cost-effectiveness, rather than crime rates. 2. Tensions and disagreements about curriculum content constitute a normal state of affairs and will continue. He feels that this is not only normal but healthy and beneficial. 3. Evaluation research in both training and education is very difficult and will remain so. Funding for research will not be as available in the future as it was in the past. Police education will continue but the content will remain uncertain. 4. Training (how to do it) and education (more general academic studies) will continue as separate entities. Broderick perhaps makes his best point here. He explains that police education is not so much an either/or dichotomy as it is

a continuum with applied methods on one end and pure theory on the other end. 5. Vested interests will continue to keep law enforcement education alive despite reduction in federal support and proposition 13 type legislation on the state level. Crime continues to be a problem which cannot be ignored. Lastly, Broderick feels that curriculum reform and development of accreditation standards will proceed cautiously. Again it is felt that disagreements, checks and balances and even conflict might change things for the better. Broderick maintains that change is normal in a profession.

On the applied end of Broderick's continuum is where Jack Seitzinger's "Police Training" article would be located. He states that in order for a training program to be successful, the police training function must establish a positive function within the police organization where the program is found. The program must have goals, measurability and accountability. Because of diminishing funds, training for training's sake is a thing of the past. Seitzinger feels that the key to police training remains in the hands of police administrators and instructors, and he calls for continued efforts to improve the expertise of instructors and managers. Training has developed to a point where it can be truly called a formal science. This in turn requires practiced and polished instructors. Seitzinger says it takes approximately two years to train an instructor in order for him to perform his best in the police academy classroom. The author concludes

by advising that if police training continues at its current rate, the next major concern will be survival.

The Higher Educational Services Bureau of the New Jersey Police Training Commission has tempered Sherman's recommendations with a philosophy similar to Seitzinger's. Leo A. Culloo and William T. McGoldrick describe what New Jersey has done in this important area in their article "Higher Education for Police Officers in New Jersey."

The New Jersey Police Training Commission studied the Sherman book and developed the following answers to some of the major issues raised in the book. 1. What should be the objectives of police education? The group concensus is that associate degree programs should offer the officer knowledge which he might begin using immediately but not a repeat of what he has been exposed to in the police academy. It is suggested that the baccalaureate degree programs should provide a liberal arts education and that within the criminal justice concentration the emphasis should be on management. The student police officer should be able to choose from a variety of graduate courses, leading to different graduate degrees. The objectives of the graduate degrees is to prepare people for management, education or administration. 2. What kind of curriculum should be offered in higher education for police? This Commission did not intend to propose a model curriculum. It forewaw the dangers inherent in such an undertaking. It attempted rather to outline broad subject areas to be considered by educational institutions

as suggestions. Again the Commission divided their recommendations into associate, baccalaureate, and graduate degree programs. 3. What kind of students should be educated for police careers? The Commission said no priorities should be established as to which students should be admitted to police education programs. They did say that students should be properly counseled regarding police agency requirements to avoid later disappointment by a student. 4. What should be the background of faculty members who teach police officers? They believed that ideally criminal justice faculty should be selected on the same basis as other faculty. However, they recognized the extremely low number of persons possessing a doctoral degree in the criminal justice field. Thus, they suggest that until such time as properly qualified people are available, persons with field experience and a masters degree should be hired as a temporary measure. It is interesting to note that this is in direct opposition to the Sherman book recommendation that prior experience should have no bearing one way or the other regarding employment. 5. What should be the personnel policies of police departments in regard to higher education? The Commission again made no recommendations and took no position regarding advocating what departmental policies should be. They did, however, encourage the individual officers to pursue higher education. 6. What kinds of changes should be made in the current state of higher education for police officers, and how can changes be effected? They recommend dual tracking, counseling, ar-

ticulation between institutions, noncredit programs, needs assessment (of police), and accreditation. 7. Should the knowledge and information received by the student be geared for immediate or future use? The Commission felt the major thrust of college programs should be for immediate use. 8. Should college credit be awarded for life experiences and training courses completed? The Commission felt that college credit should be awarded for life experiences. This is another example of a police commission going directly against the recommendations of the Sherman book. This shows the tendency of the New Jersey Commission to perpetuate the status quo. 9. Is specialized accreditation for police programs needed? The Commission felt that accreditation was needed, but they were unsure as to which body should do it.

Only the first six of the nine questions came from the Sherman book. The last three questions were generated by the New Jersey Commission. In conclusion the New Jersey Commission felt that the curriculum should be designed to fit the current needs of policing and not future needs. Although the New Jersey Commission patterned its recommendations after the Sherman report, in final form the New Jersey Commission's recommendations are more different from those of Sherman than similar.

Six of the seven articles discussed thus far mentioned or were in some way influenced by the Sherman book. Although Robert Boyd and Jerold Apps make no mention of the Sherman book and little mention specifically of police education in

their book Redefining the Discipline of Adult Education, the reader cannot help but feel that Boyd and Apps did a much better job in answering questions concerning police education than Sherman did. Of the fifteen readings abstracted in this paper, the Boyd book, in this author's opinion is by far the best.

Boyd and Apps in the first chapter propose a new model for viewing adult education. In the next eleven chapters different authors examine, discuss and criticize the strengths, weaknesses, exceptions, and value of this model. Their model survived these rigorous attacks in much better shape than the Sherman book.

The model Boyd and Apps propose is a three dimensional one. The first dimension concerns the nature of the learner's situation and is called the transactional mode. The second dimension concerns who will primarily benefit from the educational activity and is termed the client focus. The third dimension concerns the system (personal, social, and cultural) which is in most accurate focus during the education process. Now, imagine these three dimensions forming three sides of a transparent cube. A program or an individual can easily be identified and located by knowing its coordinates in each of these three dimensions.

Boyd and Apps further refined the model by dividing the transactional mode into three elements: the individual, the small group, and the community. They likewise divided the client focus since adult education serves three potential

clients; the individual, the group and the community.

The criminal justice educator reading The Quality of Police Education and Redefining the Discipline of Adult Education cannot resist the temptation to combine the two models for a total that is greater than the sum of its parts. The two models are concurrent and appear to be congruent. Unfortunately time, space, and the limited scope of this paper do not permit further development of such a third composite model. But the reader must realize that the two books, though neither mentions the other, should be considered a complementary set by the serious criminal justice educator. The fact that higher education for police officers and police training are all areas of adult education has been almost totally ignored.

All the readings abstracted prior to the Boyd and Apps book limited themselves to the group transactional mode, the group client focus, and the social system emphasis. All the remaining readings at least hint at consideration of police education and training in other arenas of the Boyd and Apps model. The single most important result of this bibliographical essay is the realization that Redefining the Discipline of Adult Education should be read in conjunction with The Quality of Police Education or any other reading in police education; the former will superimpose itself on the latter and open doors to relatively unexplored worlds in police education. Every conscientious criminal justice educator should read both of these books.

The value of the new model offered by Boyd and Apps is important to police education not because it suggests compromise between two seemingly opposed positions, but the real value of this model to police education lies with the fact that it offers new alternatives which have never before been given serious consideration. Could it be that the only solutions will be found among these new alternatives? The last five articles of this paper are part of the first lighthouse spotted during the long, explosive storm of police education. The first three are especially indicative of this new breed of criminal justice adult educators.

William M. Mohr in "Guidelines For Effective Classroom Instruction" discusses seven points of learning that the adult educator can use to improve his effectiveness. Mohr feels

> There is no mystery to being a good instructor. All you really need is a desire to be a good (better) instructor and a willingness to do work hard (sic.) to learn the latest information in your area(s) of expertise and to plan ways to ensure that your trainees learn. (p. 49)

For purposes of his article Mohr defines learning as

> the process of acquiring new knowledge, skills, abilities, and appreciations which allow someone (trainee/student) to do something that he/she could not do before. (p. 50)

Mohr then points out that police officers are definitely adults by anyone's definition. He feels that adults, and especially police officers, are practical people. Police officers and those intending to be police officers bring a wealth of experiences and perhaps somewhat unique orien-

tations into the classroom. The student is a total person and not just a mind or body. Mohr points out that a good instructor is aware of the needs of his students and remains sensitive to those needs.

The first of the seven points that Mohr discusses is setting expectations. These instructional objectives should consider the adult learner's needs and the educational goals. Secondly, Mohr reminds the reader that motivation must always be remembered as a factor in adult learning. In the police training classroom the instructor must frequently cultivate motivation. The principle of utilization is important to the criminal justice adult educator. What is "nice to know" information and what is "need to know" knowledge?

The successful criminal justice adult educator must always bear in mind the importance of the learner's senses. We learn approximately 80 percent by the sense of sight although we remember only 30 percent of that. We learn approximately 20 percent through the sense of hearing but remember only 20 percent of that. However, we do remember 50 percent of what we see and hear simultaneously. The fifth principle Mohr discusses is transfer. Mohr cautions to always move from the known to the unknown. To avoid negative transfer Mohr feels new learning should emphasize learning as a "better way, not different." Next Mohr explains the importance of immediate application. He believes this principle works as well in the cognitive domain as in the skills area.

Lastly, Mohr discusses the importance in adult education

of participation. He briefly explains why participation is a must and different ways it might be accomplished. In his conclusion he says

> You must have the motivation to become an effective instructor and possess human relations skills such as a sensitivity to the needs of others and a genuine care and concern for people. (p. 52)

These human relations skills just mentioned form part of the theme of Ronald L. Tannehill's "Continuing Education." Tannehill cites The New York Times and Jerome H. Skolnick's Justice Without Trial: Law Enforcement in a Democratic Society when he says

> If police officers are educated in the areas of human behavior and interpersonal communications, they will develop more tolerant and positive attitudes toward people and life in general. Equipped with these kinds of attitudes, the police officer would be more effective in helping to create better understanding and a more cooperative atmosphere between the police and the public. (p. 46)

Tannehill feels that the development of positive attitudes in police officers through continuing education is at least desirable, if not necessary. He discusses the difficulties involved in conveying such attitudes to both the in-service adult learner and the pre-service adult learner. He also distinguishes between positive and negative attitudes. He then talks about attitude retention. He concludes with a confident and optimistic solicitation for cooperation.

"Adult Learning: Implications For Training" by Ralph C. Kennedy elaborates further on some of the concepts that Tannehill mentioned and some other points as well. Kennedy also feels that the more an instructor can base his teaching

upon the previous experience of the learner, then the better and faster the person will learn. Kennedy draws some finer distinctions between the adult learner and the pre-adult learner of importance to the criminal justice adult educator. Adult learners are different in areas such as reaction speeds, learning histories, motivations, interests, values, and attitudes.

Adult learners have a different self-image and therefore should not be placed in a passive role in the learning transactional mode. Many adult learners, Kennedy feels, have experienced so much criticism, failure, and discouragement in their pre-adult years that their self-confidence, aspirations, and sense of worth is damaged. They fear failure.

Adults expect to use their police education and the educator should explain the relevance and purpose of the subject matter. Kennedy next discusses the adult learner in terms of speed of learning, retaining information, ability to see, and ability to hear. Kennedy summarizes his article by saying

> Adult learners are uniquely different from pre-adult learners in terms of physical maturation, psychological growth and development, and social influence. These factors have a noticeable influence on the learning process; thereby, having special implications for law enforcement training. In order to facilitate maximum efficiency and productivity, training philosophies need to relate positively the training processes and procedures to what is known about adult learning. (p. 53)

Perhaps no one has done a better or more positive job of explaining this than V. A. Leonard. Although he began his career in police education as a police officer in Berkeley,

California in 1925, V. A. Leonard is still one of the new breed of criminal justice adult educators. In a very recent article entitled "Central Police University" Leonard proposes that the international law enforcement community should pool their resources and establish a central school dedicated to police leadership and training. Leonard proposes that the basic problems facing police are the same the world over and the problems of police organization and administration, though very complex, are basically the same worldwide.

This international police university would offer graduate programs only. It would be the absolute ultimate in education in the police profession. It would follow the examples set by Bramshill in England, the Central Police College in Taiwan, West Point, and the FBI's National Police Academy, except that it would serve the international police community.

"'Justiciology': An Idea Whose Time Has Come" by Dean Richard A. Myren contains key words and some ideas necessary for a rough outline of police education in the future. Myren believes that the time has arrived in the evolution of criminal justice education for totally new concepts, redefining the discipline, and adopting new philosophies.

Myren explains that there is much more to justice than criminal justice. He feels that just as the discipline of police science evolved into the study of criminal justice, so now is the time for criminal justice to mature into justiciology. He says that whether the particular term justiciology or another term is used is not important. What is important is that criminal justice adult educators take

up the challenge offered by the future of justiciology. "We must become justiciologists educating both justicians and the next generation of justiciologists." (p. 5)

It is possible that Redefining the Discipline of Adult Education will be the vehicle needed to deliver criminal justice education to an educative community of a central police university and justiciology.

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